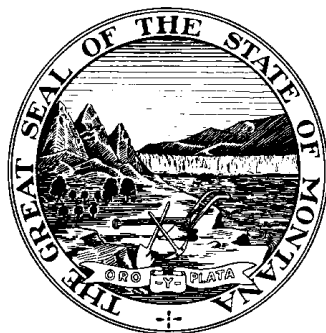


# **Crisis Management Guidelines**

**A Reference Packet for State Agencies**



**Prepared by  
The Risk Management & Tort Defense Division**

***Crisis Defined: A crisis is a turning point in a sequence of events, a point in time at which crucial actions or events significantly shape the future.***

## DEFINITIONS

**Crisis Management:** *Involves planning, organizing, leading, and controlling assets and activities of a state agency immediately before, during, and after an actual or impending catastrophic loss to minimize the loss of resources essential to a state agency's eventual full recovery.*

**Peril:** *A peril is an initiating event that causes a hazard or catastrophic loss to manifest itself.*

*There are two types of peril: A natural peril is a hazard that stems from an event caused by nature. A human peril is a peril, caused by one or more human factors. Examples are listed below:*

### Natural

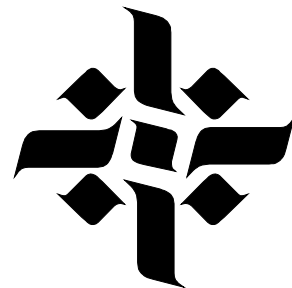
- Flood
- Earthquake
- Fire
- Tornado
- Windstorm
- Hail

### Human

- Arson
- Sabotage
- Riot
- Bombing
- Theft
- Workplace Violence

***These guidelines are intended to increase state agencies skills in working with each other and with others to establish and carry out effective crisis management plans.***

- ✦ First, when a peril imminently threatens or immediately after it has struck, actions to minimize loss--if taken properly and promptly--greatly reduce the severity of that loss.
- ✦ Secondly, the imminent threat or actual occurrence of a catastrophic peril often calls for a complex, coordinated response by many personnel and departments
- ✦ Third, in a crisis situation, too much needs to be done too quickly by too many people for an effective response to be improvised during the emergency itself.



# Phases of A Crisis

☞ **THREAT** - The period during which the likelihood of a major loss increases rapidly but the specific occurrence of the peril has not yet begun. For a windstorm, the threat is the weather bureau notice of the storm's foundation; for a fire, it is the time when temperatures of combustibles rise to near ignition levels.

☞ **WARNING** - The period when the specific occurrence of a peril has become manifest and a potentially severe loss is imminent. For a fire, this is the moment of ignition before the flames spread and during which alarms may be given to signal evacuation.

☞ **IMPACT** - The interval during which major injury/damage is occurring, whether caused by the initial peril or by additional perils triggered by those first to strike (for example, fire damage following an earthquake, or the escape of toxic substances from tanks damaged by subsidence).

☞ **INVENTORY** - The period of initial assessment of injuries/damage and determination of needs for rescue/property protection/salvage.

☞ **RESCUE/CONTROL** - The period when the most pressing emergency actions are taken--first aid to those injured by fire or by hurricane, removal of potentially explosive materials from the path of the fire, and full-fledged efforts to bring the fire under control.

☞ **STABILIZATION** - The Amopping up≡ period, during which the fire is extinguished completely and salvageable property is secured from the rubble (from either fire or wind damage).

## TYPES OF CRISIS MANAGEMENT PLANS

There can be no Aprescription≡ for one single, universally appropriate crisis management response that every state agency should make to every emergency.

Different perils will require different crisis management plans for two reasons:

- ▣ First, the actions and resources for coping with one peril usually differ from those suitable for another: a fire or explosion usually calls for a different response than does a windstorm or chemical spill.
- ▣ Second, some perils (such as flood) typically offer more advance warning than do others (such as earthquake) and, therefore, afford more time for taking pre-loss emergency actions.

The attached catalog of crisis management plans shows the usual combination of appropriate actions within available response times.

This catalog does not specify emergency response organization since responses are highly variable depending upon the risk and the agency.

However, a specific sample emergency response plan is attached for agency use.

# Crisis Response Plan

## Sample

### I. Introduction

Natural disasters such as earthquakes, flood, fire, or windstorms are a potential threat to the health and well being of the Department of Sample and its employees.

Additionally, the threat of human perils such as crime, arson, leaking gas lines, boiler problems, and other hazards can create the potential for harm.

The Department of Sample believes that a systematic and organized response to such hazards is vital to the protection of its employees, the general public, and its assets.

This policy is intended to specify the departments crisis response process for various types of emergencies.

### II. Department of Military Affairs

The Department of Military Affairs administers the statewide disaster plan and has established procedures for responding to statewide disasters as well as protocol for obtaining disaster relief funding through Federal Emergency Management Association (FEMA).

Any damage to the Department's property must be reported immediately to the Department of Sample. Property that is not covered by commercial insurance provided by the Risk Management & Tort Defense Division, Department of Administration, may be covered by FEMA provided that the

department's damaged property is in an area designated as a disaster area by the

Governor of the State of Montana and President of the United States.

The Department's emergency coordinator will coordinate requests for disaster relief funding with the Disaster & Emergency Services Division, Department of Military Affairs.

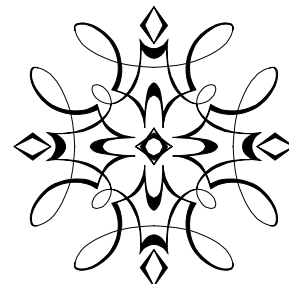
### III. Lewis & Clark County

The Disaster and Emergency Services Coordinator for Lewis & Clark County is responsible for coordinating disaster response activities within the county.

Lewis & Clark County works with the Department of Military Affairs to notify the public of impending disasters and to coordinate disaster response and relief efforts for disasters that occur in Lewis & Clark County.

In addition, the county sponsors emergency response drills with schools, public entities, and businesses. Where feasible, the Department will participate in the counties disaster response activities.

All disaster response activities within the Department of Sample will be coordinated by the department's Emergency Coordinator.



#### **IV. Department of Administration**

- a. The Department of Administration, through its General Services Division, will coordinate response for Capitol complex emergencies with the City of Helena, Fire Department.
- b. General Services will update a list of emergency coordinators annually and will provide annual training sessions for agency emergency coordinators.
- c. General Services will prepare and distribute evacuation plans for each building.

#### **V. Department of Sample, Directors Office**

The Director of the Department of Sample is responsible for monitoring the agency's crisis management efforts. To accomplish this the Director shall:

- a. Appoint an emergency coordinator for each building owned or leased by the Department of Sample.
- b. Assure that disaster awareness and response is a part of agency operations.
- c. Encourage all employees to actively support the crisis management plan.
- d. Approve recommendations from the departments Emergency Coordinator.

#### **VI. Department of Sample, Emergency Coordinator**

The department Emergency Coordinator is responsible for coordinating disaster response efforts. To accomplish this the emergency coordinator shall:

- a. Serve as the Crisis Team Leader for the department. Coordinates crisis response training efforts with Safety Coordinators.
- b. Notify the Safety Coordinators within the department of impending crisis as communicated through General Services, Military Affairs, Lewis & Clark County, or other sources.
- c. Attend training sessions sponsored by General Services.
- d. Attend the department's safety committee meeting in order to better coordinate disaster response efforts with Safety Coordinators.
- e. Distribute crisis management information to Safety Coordinators for distribution to all divisions within the agency.
- f. Report to the director on issues that require policy support, funding, or follow-up.
- g. Attend management team meetings, where necessary, to advise agency supervisors about key issues that require coordinated response.
- h. Coordinate a minimum of two fire evacuation drills annually.

## **VII. Safety Coordinators**

- a. Serve as the Crisis Team Leaders leaders for their respective work units.
- b. Notify staff within work units of impending disasters and provides instructions on whether to evacuate, how to evacuate, and where to meet (location inside or outside the building) in the event of a crisis that requires evacuation.
- c. Notify General Services so that they can notify the Fire Department, Police, or other appropriate authorities.
- d. Check the building in emergencies that require evacuation to assure that everyone else has evacuated.

## **VIII. Agency Supervisors**

- a. Notify General Services of disasters that have occurred or may occur so that the appropriate authorities (i.e. fire, police, etc.) can be contacted.
- b. In the absence of a Crisis Team Leader assures that all employees within their respective work units have appropriate crisis response training.
- c. In the absence of a Crisis Team Leader assures that all employees within their respective work units evacuate the building in emergencies that require evacuation.

## **IX. Agency Employees**

- a. Every employee must be prepared to respond to any emergency.
- b. Each employee must respond expeditiously and appropriately when notified by their supervisor or crisis team leader that disaster is impending.
- c. Assist co-workers to evacuate a building where the nature of the crisis requires evacuation.
- d. Attend appropriate crisis response training as agency resources and funding permit including CPR training, fire prevention, and disaster response.

## **X. Supplies, Training, and Transportation**

- a. In the event of an emergency, the department will use their supplies, equipment, and transportation to support personnel.
- b. As resources permit, the department will provide first aid kits, fire brigade hats and vests, and other supplies.

# FIRE

A fire emergency may exist alone or in conjunction with another type of emergency (i.e., an earthquake, chemical spill, an explosion, etc.). Trained firefighters may not always be immediately available, but even if they are not, do not endanger yourself or others in an effort to put out a fire in your building.

## **If a fire occurs in your building:**

- 1) Remember that most fire alarms are activated by smoke detectors. If your alarm doesn't activate, pull the nearest fire alarm to evacuate the building.
- 2) **Call General Services at 444-3060** and tell the dispatcher the exact location of the fire. Be sure to give the dispatcher your name, office number, and telephone extension. Do not hang up until the dispatcher releases you.
- 3) Spread the alarm. Know the exit routes and keep them open.
- 4) Evacuate the building, closing doors and windows behind you to confine the fire and prevent drafts. Keep doors and windows free of obstructions. Do not use elevators.
- 5) Assist the physically disabled or others requiring assistance to exit the building in an emergency.
- 6) Disconnect all electrical equipment on fire. Know the location of equipment switches and electrical panels. Keep area in front of all electrical panels open.
- 7) If you should become trapped in the building, move to a room on an outside wall with a window. Place a towel or jacket, etc., at the bottom of the door to help prevent smoke from entering the room. Hang a towel, sheet, blanket or other large item from the window so it may be visible from the outside. If you have access to a phone that works, call 911 and give your location.
- 8) Assemble a safe distance away from the building. Do not lock driveways or areas to be used by fire or other emergency response vehicles.
- 9) If you know the location of the fire, material involved, or other pertinent information, meet the Fire Department personnel and provide them with all information you have regarding the fire.
- 10) Do not attempt to reenter the building until the Fire Department or other official has declared the building safe.
- 11) Assist in taking a headcount of any persons who may be trapped in the building. Communicate this information to emergency response personnel.
- 12) Know the location(s) where those not able to evacuate will be. Some physically disabled individuals may not be able to evacuate high-rise buildings. Know the location of their safe rooms.

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# LIGHTNING

Lightning causes more direct deaths than any other weather hazard, so keep the following safety rules in mind:

**If lightning threatens when you are inside:**

- 1) Stay inside.
- 2) Stay away from open doors or windows, radiators, metal pipes, sinks, and plug-in electrical objects such as radios, electric typewriters, lamps, etc.
- 3) Do not use plug-in electrical equipment.
- 4) Do not use the telephone.

**If lightning strikes when you are outside:**

- 1) Seek shelter in a building, if possible. If no buildings are available seek shelter in a ditch or ravine.
- 2) When there is no shelter, avoid the highest object in the area and avoid being the highest object yourself. If only isolated trees are nearby, the best protection is to crouch or lie in the open, keeping at least as far away from isolated trees as they are high.
- 3) If you are wearing or carrying anything metal, get rid of it.
- 4) If you feel an electrical charge (hair stands on end, skin tingles), lightning may be about to strike you. Drop to your knees and bend forward, putting your hands on your knees.

**Note:** Persons struck by lightning receive a severe electrical shock and may be burned, but they carry no electrical charge and can be handled safely. A person by lightning can often be revived by prompt cardio pulmonary resuscitation, CPR.



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# B O M B   T H R E A T

**If you receive a bomb threat over the telephone:**

- 1) Listen carefully to the details of the threat and try to keep the caller talking until you are able to get the answers to the following questions:
  - a. When is the bomb going to explode?
  - b. Where is it right now?
  - c. What does it look like?
  - d. What kind of a bomb is it?
  - e. What will cause it to explode?
  - f. Did you place the bomb?
  - g. Why?
  - h. What is your name?
- 2) Jot down whether the caller is male or female, any distinctive voice characteristics the caller may have (i.e., accent, slurring, keywords used); and any background noise you may hear.
- 3) When the caller hangs up **call General Services at 444-3060** and tell the dispatcher all of the information you learned from the caller concerning the bomb and location. Be sure to give the dispatcher your name, office location, and telephone extension. Do not hang up until the dispatcher releases you.
- 4) After you have contacted the dispatcher, remain quiet about the threat and stay where you are until you are contacted.

The Helena Fire Department will give the order to evacuate the building if necessary.

**USE B O M B   T H R E A T   C H E C K L I S T  
O N   R E V E R S E   S I D E**

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# **B O M B   T H R E A T   T E L E P H O N E   C H E C K L I S T**

**CALL GENERAL SERVICES IMMEDIATELY - Be calm and courteous,  
Speak Quietly and Firmly. Get all information Possible from the Caller.**

- 1) What Building?\_\_\_\_\_
- 2) When will it go off?\_\_\_\_\_
- 3) Where is the Bomb?\_\_\_\_\_
- 4) What Floor?\_\_\_\_\_
- 5) What Part of the Building? \_\_\_\_\_  
(north, south, etc.)
- 6) What Type of Bomb?\_\_\_\_\_   
(chemical, mechanical, electrical, trip)
- 7) What does it look like? \_\_\_\_\_  
(size, shape, color, etc.)
- 8) Why was it placed there?\_\_\_\_\_
- 9) Name of person calling?\_\_\_\_\_   
(If not given, note gender, age, etc.)

## **ALSO TRY TO NOTICE OTHER CHARACTERISTICS ABOUT THE CALL:**

- 1) Is call local or long distance?\_\_\_\_\_
- 2) Voice Characteristics?\_\_\_\_\_   
(loud, soft, intoxicated, etc.; fast, slow, slurred, etc.; foreign or regional accent)
- 3) Background Noises?\_\_\_\_\_   
(quiet or party atmosphere; voices, music or office machines; street traffic, airplanes, etc.)

Person receiving call:\_\_\_\_\_ Date:\_\_\_\_\_ Time:\_\_\_\_\_

Telephone No.\_\_\_\_\_ Dept.\_\_\_\_\_ Supvr.:\_\_\_\_\_

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# CHEMICAL SPILL

Various service activities in State government require the use of a number of chemicals or hazardous materials that are potentially harmful if they are accidentally spilled. When a chemical spill occurs:

**If the spill poses an immediate hazard to life and health, or is an imminent fire hazard:**

- 1) Evacuate the immediate area and close the door behind you.
- 2) Pull the nearest fire alarm to evacuate the building.
- 3) **Call General Services at 444-3060** and inform the dispatcher what type of chemical(s) was spilled, the amount spilled, and the exact location of the spill or fire (building, room number, etc.). Be sure to give the dispatcher your name, location, and telephone extension from where you are calling. Do not hang up until the dispatcher releases you.
- 4) After evacuating the building, occupants should gather, wait at a safe distance and follow the instructions given by emergency response and administrative personnel.

**If the spill is small and does not pose a life safety or fire hazard:**

- 1) Contain the spilled chemical or hazardous material to prevent it from spreading. Take action to prevent further spill or discharge of chemical or hazardous material. Do not let chemical or hazardous material enter drains or run along pipes or under walls where it may run into another room or to a lower floor.
- 2) Use appropriate personal protective equipment when working with or near chemicals or hazardous materials. Evacuate all personnel from the immediate area of the spill and warn occupants in adjacent rooms. Do not hesitate to pull the nearest fire alarm and evacuate building if it appears that the spill or leak may pose a threat to life or health and/or present an imminent fire hazard.
- 3) **Call General Services** and tell the dispatcher what type of chemical(s) or hazardous material(s) was spilled, the amount spilled, and the exact location (building, room number, etc.) of the spill. Be sure to give the dispatcher your name, location, and telephone number from where you are calling. Do not hang up until the dispatcher releases you. The dispatcher will contact the appropriate emergency response personnel.
- 4) If injury occurs, give appropriate first aid. If you have a copy of the appropriate Material Data Safety Sheet for the chemical(s) or hazardous material(s) involved, please have it available for emergency response personnel.
- 5) If qualified, initiate a cleanup. If not, wait until Hazardous Material Management personnel arrive.

**If the spill is outside the building:**

- 1) Take preventive measures to control the spread of the chemical.
  - 2) Take precautions to alert all others in the vicinity. Prevent anyone from coming into contact with the chemical or hazardous material.
  - 3) **Call General Services** and inform the dispatcher of the situation.
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# EARTHQUAKE

Helena, Montana is in a high earthquake hazard zone. Earthquakes are caused by underground volcanic forces or the shifting of rock beneath the surface. They are unpredictable and may strike without warning.

Earthquakes range in intensity from small tremors to severe shocks, and may last anywhere from a few seconds to as long as five minutes. Earthquake injuries usually result from falling debris rather than from the direct movement of the earth. Disruption of communication lines, light and power lines, and sewer and water mains can be expected.

## **If an earthquake strikes when you are inside:**

- 1) Stay inside.
- 2) Watch out for falling plaster, light fixtures, glass, bookcases, etc.
- 3) Stay away from windows and mirrors. Either crawl under a table or desk, sit or stand against an inside wall away from windows, or stand in a strong inside doorway.
- 4) Fire danger is greatly elevated after an earthquake. Take the necessary precautions to prevent fires from starting.

## **If an earthquake strikes when you are outside:**

- 1) Avoid high buildings, walls, power poles, and other objects that may fall. Move to open areas away from hazards.
- 2) If surrounded by buildings, seek shelter in the nearest strong building.

## **If an earthquake strikes when you are in an automobile:**

- 1) Stop in the nearest open area, if possible.
- 2) Stay in the vehicle.

## **After the tremor is over:**

- 1) Check for injured people. Do not move seriously injured people unless they are in immediate danger.
  - 2) If you think that the building may have been damaged, evacuate. After shocks can level severely damaged buildings.
  - 3) Do not use the telephone except to report an emergency. If a call is necessary, **call General Services at 444-3060** and report the emergency situation to the dispatcher. Be sure to give the dispatcher your name, location, and telephone extension.
  - 4) Do not use plumbing or anything electrical (including elevators) until after the utility and electrical lines have been checked.
  - 5) Open doors carefully, watching for objects that may fall.
  - 6) Do not use matches or lighters. Watch for fires that may have started.
  - 7) Keep streets clear for emergency vehicles.
  - 8) Be prepared for additional earthquake shocks.
  - 9) Assist in taking a headcount of any persons who may be trapped in the building. Communicate this information to emergency response personnel.
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# EXPLOSION

**If an explosion occurs somewhere in your building:**

- 1) Pull the nearest fire alarm to evacuate the building.
- 2) **Call General Services at 444-3060** and tell the dispatcher the location of the explosion, and, if known, its seriousness and any possible injuries to personnel. Be sure to give the dispatcher your name, office number and telephone extension. Do not hang up until the dispatcher releases you.
- 3) After you have completed the call, wait a safe distance outside the building until help arrives.
- 4) Direct responding emergency personnel to the explosion area and any personnel who may have been injured.
- 5) Assist in taking a headcount of any persons who may be trapped in the building. Communicate this information to emergency response personnel.

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# RADIATION ACCIDENT

## In the event that:

- 1) Anyone is physically contaminated with radioactive materials, is accidentally exposed to large sources of radiation (e.g., sealed sources or radiation producing machinery), or
- 2) There is a spill or loss of control of radioactive material, or
- 3) There is a fire in an area where radioactive materials are used:
  - A. **Call General Services at 444-3060** and tell the dispatcher the exact location of the incident (building, room number, etc.) and any details regarding the incident that you are aware of. Be sure to give the dispatcher your name, office/lab number and telephone extension. Do not hang up until the dispatcher releases you.
  - B. In case of a spill or ruptured source of radioactive material, proceed with the following:
    - (1) Contact the relevant authorities as directed in (A) above.
    - (2) Tell all personnel not involved in the spill to vacate the room at once.
    - (3) Attempt to contain the spill as much as possible.
    - (4) If the spill has occurred on skin, begin irrigating the exposed area with soap and warm water.
    - (5) If the spill has occurred on clothing, remove that clothing immediately and place in a discardable container (e.g., radwaste box) for further examination by emergency services personnel. Use radiation detection instrumentation to ascertain whether skin contamination has occurred.
    - (6) Close all windows and shut off fans and air conditioners immediately.
    - (7) Vacate the room, but stay in an area outside the room until emergency services personnel arrive and determine the severity of the situation.